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## COMMISSIONER'S REPORT: ACCOMPLISHING PRIORITIES

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This past year has been marked by progress and achievement in the Service. Under our Priorities Management System, goals for each division are set forth at the beginning of each fiscal year, having been determined through a multilevel planning process. For Fiscal Year 1984, 16 priorities were set forth. Once again, we have met our objectives and often exceeded them. Our record for the year has been marked by progress and achievement.

Of greatest concern, as the fiscal year began, was the considerable number of backlogged cases in adjudications. With additional personnel and the temporary reassignment of INS staff, these backlogs were greatly reduced and in some areas virtually eliminated. At the same time, procedures were instituted to preclude the recurrence of such work buildups in the future.

As part of our Long-Range Automated Data Processing System, automation capabilities were greatly increased, improving the efficiency of our support services throughout the Service. Two systems for tracking aliens were put into operation during the year: the Anti-Smuggling Information System, which collects information on known and suspected smugglers, and the Student/Schools System, which identifies and tracks foreign students and the schools authorized to enroll them.

Using the task force approach, INS set up two successful pilot programs, Tiger Team and Project Inform, that helped district office personnel regulate records management procedures and reduce backlogs. The Fraud Intercept Task Force, another pilot program, studied the fraud detection rate at certain ports of entry, and implemented a program to improve the detection rate.

Again the number of apprehensions of illegal aliens exceeded the one million mark, reaching more than 1,246,000. Primary inspections exceeded 305 million. The greatly increased funds INS received from Congress for Fiscal Year 1985 operations stand as an acknowledgment of the significance of the Agency's role and performance in controlling our borders and maintaining immigration law within the country.

Within the agency, the centralization of appellate functions, formerly handled by the four regional offices, has proved eminently successful in reducing backlogs, and ensuring more timely and consistent decisions.

The Service has also indicated its awareness of the importance of the refugee/asylum program by upgrading the office and raising the rank of the unit's chief officer to that of Assistant Commissioner. In further efforts to enhance the effects of last year's major reorganization, INS, in Fiscal Year 1984, established the Project Control and Integration Division in the Office of Information Systems, and appointed two new Special Assistant Attorneys and a

Public Information Officer in the field. In addition, 850 new Border Patrol positions have been authorized for next year.

The Agency's Hispanic Employment Program was praised as one of the best in the Federal government by the Office of Personnel Management at its first Affirmative Employment Program Conference. INS leads in governmentwide employment of Hispanic personnel, with more than 20 percent of its total workforce of Hispanic origin.

Materials and plans, developed last year in expectation of the passage of the Simpson-Mazzoli legislation, were revised this past year and are ready for implementation should immigration reform be enacted in the coming year. The necessity for such Congressional action is clearly evident in the number of inquiries and the great amount of media coverage that illegal immigration problems have been receiving.

With expanded resources in both manpower and equipment, backed by hoped for reform legislation, INS looks forward to a year of continued progress in protecting the Nation's borders and serving the immigration-concerned public.



Alan C. Nelson, *Commissioner*

## MEETING GOALS BY INCREASING EFFICIENCY AND RESOURCES

To meet the challenges of 1984, the Immigration and Naturalization Service set goals critical to improving its performance in safeguarding the rights of legal aliens and U.S. citizens while effectively deterring illegal immigration.

Numerical priorities set forth by the Commissioner and monitored by the Deputy Commissioner throughout the year not only were substantially realized, but a number exceeded expectations. Under the Priorities Management System, first instituted in 1982, plans are made for the actualization of each priority, and progress reports, independent assessments and quarterly meetings among top managers provide continuing checks and opportunities for adjustments. Generally, the Service's principal objectives for the fiscal year were to do the following:

- reduce backlogs in heavy-volume offices;
- facilitate the processing of legal entries, refugees and asylees;
- improve effectiveness in deterring illegal entries, controlling the southern border, and disrupting notorious employers of illegal aliens and organizers of fraudulent operations;
- increase efficiency in removing illegal aliens; and
- reduce the number of long-term detentions.

The successful accomplishment of these aims was due, in large part, to strong leadership. Task forces assembled for the single year,

### BREAKING UP THE BACKLOGS IN 1984

The newly formed Administrative Appeals Unit eliminated more than 2,600 cases. Appeals that formerly took 12 months to process now are completed in less than 60 days from receipt.

The Naturalization/Nationality backlog was reduced every 62 percent nationwide. Applications that had taken 8.7 months to process were completed in 5.8 months by year's end, despite a 15 percent increase in new applications, caused by election-year voter registration drives. A record-breaking 406,000 applicants were processed during the fiscal year, and 225,000 were naturalized, an increase of 20 percent over 1983.

Los Angeles reduced backlogs by 60 percent despite a 32 percent increase in receipts.

San Francisco reduced backlogs by 98 percent.

Washington, D.C. reduced backlogs by 74 percent.

Miami reduced backlogs by 47 percent despite a 152 percent increase in receipts, and held one of the largest naturalization ceremonies in INS history of nearly 10,000 citizens.

San Antonio reduced backlogs by 87 percent.

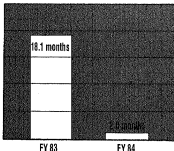
The Asylum backlog was reduced by 89 percent. Processing time for applications was reduced from a year and a half to 10 months.

Project Inform cleared up 8 work-years of records backlogs in New York City.

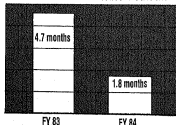
The Nonimmigrant Information System (NIES) cleared up backlogs of approximately 2 million records.

## SERVICEWIDE BACKLOG REDUCTIONS

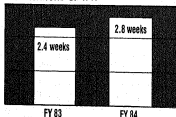
ASYLUM DOWN 89%



NATURALIZATION/ NATIONALITY DOWN 62%



ADJUDICATIONS UP 17%



SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

operators. In all, in this past year, 1,000 cases were assigned to the INS Interpol representative, adding to the 2,000 cases still open.

Other international activities included accepting an invitation from Canadian authorities to meet with representatives from that country, Great Britain and Australia to discuss the exchange of intelligence relating specifically to international immigration situations, such as deterring illegal immigration at the source through liaison with foreign governments and airline officials. Also, Service forensic documents experts worked with USSR and West German embassy officials in connection with Nazi war criminal cases under investigation by the Justice Department.

As it has in the past, INS worked closely with other Federal agencies in solving mutual problems in Fiscal Year 1984. For example, the Service joined Public Health Service officials in providing medical care at detention centers, and cooperated with the Coast Guard, the Drug Enforcement Administration and the Customs Service in interdicting the illegal entry of aliens and drugs.

In local activities, Border Patrol agents teamed up with San Diego and El Paso police officers to limit illegal entry and banditry.

Intent on increasing the efficiency of its overseas operations, the Service during the year, made three major management changes:

- The Hong Kong District Office was officially moved to Bangkok because of the sensitivities and demands of refugee processing in Southeast Asia. The Hong Kong office remains a fully staffed suboffice of the new Bangkok District.
- The Bangkok office, to meet its increased caseload, developed a larger, permanent cadre of employees that provides a high degree of standardized refugee processing. This has reduced the need for the costly, temporary assignments of stateside INS personnel.
- The Rome District assumed from Bangkok the responsibility for the Service's activities in India and Pakistan, in order to align countries dealing with similar kinds of cases.

In addition, to assure the systematic and fair application of immigration procedures by INS overseas personnel, the INS Central Office Refugee, Asylum and Parole Division, working with the State Department, prepared worldwide guidelines for refugee processing. And the Central Office Training Division and the State Department set up a two-month curriculum at the Foreign Service Institute. The course includes intensive language training and area and cultural studies. A similar program is offered to INS spouses. During the year, Foreign Service national employees attended a two-week training course at INS headquarters, which included visits to several stateside district offices, to introduce them to procedures and practices of the Service.

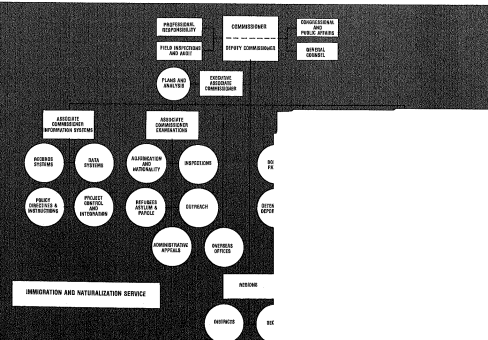
The Office of the General Counsel during the year continued its aggressive and effective approach to litigation. Five immigration

cases were successfully litigated before the United States Supreme Court.

In two cases involving major enforcement issues, the Court held that INS has the authority to conduct enforcement operations at factories ("factory surveys") (*INS v. Delgado*), and that the exclusionary rule is inapplicable to civil deportation proceedings (*INS v. Lopez-Mendoza*).

In *INS v. Phinpathya*, the court narrowly construed the suspension of deportation provision, holding that a brief, innocent departure would interrupt the seven years "continuous physical presence" requirement. In *INS v. Stevic*, the Court held that the Refugee Act of 1980 did not change the standard of proof for withholding of deportation on the basis of persecution.

In the fifth case, *U.S. v. Mendoza* the Court held that the U.S. Government could not be stopped from litigating an issue that had not been appealed previously.



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***In Calendar Year 1984, INS won more than 600 cases [in litigation] and lost only about 25 cases.***

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The Service's success in litigation was also evident in the lower Federal courts. In Calendar Year 1984, INS won more than 600 cases and lost only about 25 cases. The Administration's policy of detaining arriving illegal aliens was vindicated in *Jean v. Nelson*, where the Eleventh Circuit Court of Appeals held that excludable aliens have no constitutional rights with respect to their applications for admission, asylum or parole.

The Office of the General Counsel pursued a steadfast policy in collecting outstanding debts and, for the first time in recent years, sued recalcitrant insurance companies. As a result, the General Counsel collected more than \$2.2 million, and referred to the U.S. Attorney's Office for collection, debts amounting to nearly \$2.7 million. In cooperation with the U.S. Attorney's Office, the Service is seeking criminal sanctions against surety companies personnel who have defrauded the government. With the cooperation of the INS Information Systems Office, the General Counsel is developing a Service-wide financial control system.

In achieving its aim of efficient and effective management procedures the Office of General Counsel in the past fiscal year:

- completed the reorganization of the litigation program within the Service by replacing approximately 200 nonlitigating attorneys with nonattorney examiners and consolidating the trial attorneys positions;
- hired 16 Honor Law Graduate students, more than half of whom are affirmative action appointments, and developed a special training program for them;
- expanded the Special Assistant U.S. Attorney program for immigration litigation from 13 attorneys to 17 attorneys;
- designed an automated Legal Case Tracking System that tracks each immigration case from the administrative hearing through the courts; and
- published training materials, including a litigation handbook and a special manual for INS attorneys.

The Summer Olympics in Los Angeles offered an exemplary demonstration of interservice cooperation. Inspections, as part of its port of entry functions, coordinated staffing plans and worked with other law enforcement agencies to prevent possible terrorist activities. And, the Central Office created an Intelligence Working Group, comprised of representatives from the Service's operational branches and from the State Department, to coordinate all information on a routine basis. The group was so useful in its support of Olympics planning that it has been kept intact to provide for the exchange of information of mutual interest on a regular basis.



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*. . . the Service signed two multi-million dollar contracts for both software and hardware systems. . .*

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In anticipation of the passage of the Simpson/Mazzoli immigration bill in 1983, the Reform Act Implementation Office had made comprehensive preparations for its prompt implementation. Plans for setting up 95 legalization offices within three months after the bill became law, for providing interagency liaison, and for all staffing and operational needs, were ready to be acted upon when the legislation was stalled in Congress.

In Fiscal Year 1984, a team of INS experts updated the *Procedures Manual*, which contains a master plan, budget estimates, forms, training programs and other information needed to implement the bill upon enactment. And again the bill was defeated, this time by the House-Senate Conference Committee. Despite its successive defeats, some form of the bill is expected to be passed in 1985. As Representative Barney Frank has observed: the immigration bill has been clubbed, shot and poisoned, but it refuses to die.

As part of the ongoing plan to modernize and increase the expertise of the Service's data processing programs, a new division was established within the Information Systems Office. The Project Control and Integration Division will advise on systems standardization, software, training of INS personnel and resource use and management. During the year, the Service signed two multimillion dollar contracts for both software and hardware systems to greatly extend its law enforcement capacities and support the agency's continued efforts to improve service to the public.

The Administration, recognizing the need for increased enforcement, especially along the southern border where most illegal activity occurs, authorized INS to request the largest personnel increase in the history of the agency in the Fiscal Year 1985 budget. Plans were initiated during the year to fill the 850 new Border Patrol positions in anticipation of the 1985 Budget request being approved. **INS**



## RESPONDING TO IMMIGRANTS' CONCERNS

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In an era of frequent political upheaval and economic hardship in many countries, the United States, traditional harbor of the oppressed and the exiled, has had to meet the challenges of overwhelming backlogs of applications for benefits under the immigration and nationality law.

Clearing up these backlogs, especially asylum applications, was a major priority of the Service in Fiscal Year 1984. With additional personnel and better coordination between INS and the State Department's Bureau of Human Rights and Humanitarian Affairs, nearly 36,000 asylee cases were resolved in nine months of concentrated effort, leaving 9,400 pending applications, excluding those made by 122,000 Cubans and 7,300 Haitians.

Of critical significance in achieving these results were the management procedures the Service initiated—backlogs were inventoried to establish case-processing priorities and to determine INS staffing allocations, and a revised statistical reporting system ensured timely and accurate caseload accountability.

The reassignment of INS personnel on a temporary basis and the institution of training programs helped speed up the effort. Also, 30 overseas positions that had been held by foreign nationals, were reassigned to Adjudications programs in the United States, to process

*President Reagan attends Detroit Naturalization ceremony in October*



## APPLICANTS FOR REFUGEE STATUS BY SELECTED COUNTRIES FY 1984

Country	Applications Filed	Applications Approved
Total All Countries	107,437	77,932
Afghanistan	3,490	2,268
Cambodia	26,545	21,444
Czechoslovakia	2,024	859
Ethiopia	6,025	2,536
Iran	7,808	2,969
Laos	8,896	8,189
Poland	9,647	4,288
Romania	6,200	4,301
USSR	791	721
Vietnam	31,040	28,875

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

*Naturalization backlogs were  
reduced by nearly 62 percent. . .*

backlogged asylum cases. And a special training course, focusing on interview techniques and methods of assessing evidence in a fair and equitable manner, was offered to 40 Inspectors and Examiners who process asylum and refugee claims. The INS officers who attended were drawn from all major offices to ensure procedural uniformity.

Of the 107,500 refugee applications filed during Fiscal Year 1984, nearly 78,000 were processed for entry into the United States, mostly from Asia. In an effort to improve the efficiency and uniformity of processing applicants in Southeast Asia, a full complement of permanent immigration officers replaced the temporary personnel previously assigned to the area. The result is consistency in decisions and the handling of cases.

In addition, 1,280 requests for exercise of the Attorney General's parole authority were submitted to the Service in cases involving humanitarian factors and for reasons related to the public interest, and 57 percent were granted.

Judging by its first full year of operation, it is clear the consolidation of the Naturalization and Adjudications functions has greatly increased the Agency's capacity to fulfill its mission of serving the public. Naturalization backlogs were reduced by nearly 62 percent, despite a 23 percent increase in applications over the previous year, largely caused by election-year voter registration drives.

In addition to the merger, a number of other factors aided in these accomplishments. Under the Balanced Adjudications Systems, certain types of applications are directed either to ports of entry for completion by Inspectors during standby time or to Remote Adjudications Centers, where Examiners devote full time to adjudicating applications. During the year, Immigration Inspectors and the Remote Centers increased their completions by 20 percent and 52 percent, respectively.

Also, personnel were shifted among regional and district offices to match workloads, and the Northern and Eastern Regions did considerable removable work for the Western and Southern Regions. In 1984, Northern Region ports completed 64,000 cases for the Western Region and there were some 30 ports, in particular, which provided exceptionally good performances. Additionally, help was obtained from the Enforcement Division, which provided very substantial assistance by conducting an estimated 24,000 preliminary hearings in naturalization cases, principally at Los Angeles, Chicago and New York, and prescreening an additional 20,000 cases at New York.

Production and savings increased notably as a result of the 1983 conversion of Naturalization Examiner positions from attorneys to

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Pending  
End '84

nonattorney Immigration Examiners, and the hiring of new Examiners.

Perhaps the most startling evidence of the Service's success in expediting its procedures was the naturalization in Miami of nearly 10,000 citizens in a single ceremony, one of the largest ever held in Service history. In all, the courts naturalized more than 225,000 persons during the year, a result in large part of INS efforts in persuading the courts to hold additional hearings.

Undoubtedly a critical factor in the expediting of backlog cases was centralizing INS appellate functions in the Administrative Appeals Unit, established at the beginning of the fiscal year. In the course of the ensuing year, the time needed to process appeals dropped sharply from a peak of 18 months to 60 days from receipt. No longer are decisions made in the four regions; instead, the Service has concentrated its resources in the Central Office, thus eliminating duplicative reviews and producing uniformity of decisions and more and improved precedents. In the year this small office of 11 persons has been at work, it has completed more than 3,000 appeals, including 2,000 cases it inherited from regional backlogs. Most cases concerned occupational preferences, temporary workers and bond breaches.

Currently, the office receives 300 new cases each month and has a pending workload of about 375 cases. In further pursuit of its mandate to streamline and standardize the appeal process, the unit has published a compilation of significant case reviews for distribution to INS field offices. The cases selected are in policy areas that are frequently misinterpreted or are undefined and require guidelines.

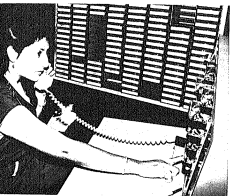
Outreach Program is the Service's most direct avenue to the immigration-involved community legally in the United States, focusing mainly on naturalization, refugee settlement and matters. Most of its accomplishments are achieved with the 500 voluntary and community agencies and their 7,000 workers who work in the Outreach Centers throughout the country. During the fiscal year, the Outreach Program conducted 30 ops, attended by 840 persons from California to the Virgin Islands on subjects ranging from family reunification to exclusion and deportation hearings.

Last year, the Amerasian Ad Hoc Advisory Committee of the American Council for Voluntary Agencies has received guidance from Outreach staff on procedures for the adoption and other matters of immigrant Amerasians under age 18, born of American fathers. INS has also written a "how-to" manual, to be published in 1985, that explains how qualified persons and agencies can petition to sponsor Amerasian children, and cites the problems they may encounter.

In addition, INS has expanded the "Ask Immigration" tape library system established in 1984, with the addition of three offices—Atlanta,



Commissioner Nelson and New York City District Director Sava at Eastern Regional Telephone Center opening



"ASK IMMIGRATION" phone system in action

Detroit and Seattle—to the network. This system, which telephonically supplies answers to 50 of the most frequently asked questions by the public, now covers 17 INS field offices.

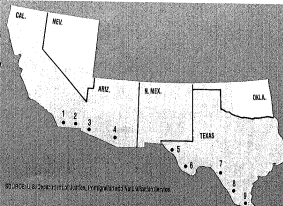
In addition to those offices having individual systems, the Service during the year established two Regional Telephone Centers to respond centrally to general information inquiries normally received in several INS district offices. A permanent Eastern Regional Telephone Center was established in New York City, to serve that office, Boston, Philadelphia and Newark. The Western Regional Center is located in Los Angeles, serving that city, San Diego, San Francisco and San Jose. The Centers are equipped with the "Ask Immigration" tape library system and when callers dial the Service's information numbers in these cities, the calls are automatically routed to the respective Centers for response. This has provided better service to the public and diminished the need for public visits or write-ins to INS offices.

In the Miami District Office, the Service has introduced a technologically innovative client-activated "Ask Immigration" telephone system and self-service video equipment. This system enables walk-in members of the public to receive information through unattended direct dial telephones, and to receive instructions on filling out various application forms with the self-operated video equipment. The success of the system has resulted in plans and funds to expand the concept to the Los Angeles and New York District Offices.

New and enhanced programs in the past years have provided INS with the means to increase the ways it may offer counsel and service to the public. The automated systems and programs developed and tested in Fiscal Year 1984 will further expand the Agency's capabilities to keep on track in 1985, maintaining and further improving its record of timely service. **INS**

# SOUTHERN BORDER APPREHENSIONS FY 1984 TOTAL — 1,054,307

- 1 SAN DIEGO (CHULA VISTA) 480,287
- 2 EL CENTRO 86,757
- 3 YUMA 84,527
- 4 TUCSON 46,837
- 5 EL PASO 210,962
- 6 MARFA 22,278
- 7 DEL RIO 37,187
- 8 LAREDO 86,716
- 9 McALLEN 85,247



SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

## IMPROVING ENFORCEMENT CAPABILITIES

### DEPORTABLE ALIENS LOCATED FY 1981 - FY 1984

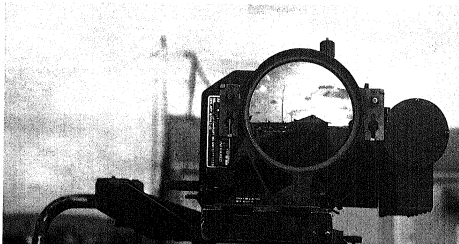
	FY '81	FY '82	FY '83	FY '84
Border Patrol	825,290	818,919	1,107,361	1,138,566
Investigations	108,706	118,186	114,154	81,359
Others	19,429	24,578	26,737	21,564
Service wide				
TOTAL	953,425	962,687	1,248,252	1,241,489

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

Continued strenuous efforts to increase the Service's ability to limit illegal entries, remove undocumented aliens, and eliminate fraud paid off this fiscal year as they did last year. Once again, the combination of management techniques, such as task forces, enhanced technological equipment, cooperation among local, state and other Federal enforcement agencies, and improved facilities and increased manpower, have resulted in the Service's reaching, and in some cases exceeding, its goals. Servicewide apprehensions, for example, again exceeded the one million mark in Fiscal Year 1984, with 1,241,489 deportable aliens located, and the challenges presented by increasingly sophisticated fraudulent documents and anti-smuggling rings have been more frequently forestalled.

Although controlling the borders against illegal immigration remains a continuing problem, the innovative and increased inter-governmental working arrangements have improved the Service's capacity for vigilance, resulting in increased detection and deterrence, especially along the 2,000-mile southern border. In 1984, the Border Patrol celebrated its sixtieth anniversary. One year after it was founded, its 450 agents apprehended 22,500 illegal aliens.

INS agents use Night-Vision scopes to scan the Southern border



Twenty years ago, 1,500 agents made 43,000 apprehensions. Last year, 2,400 agents apprehended a record 1,140,466 aliens. Thus, a 63 percent increase in the number of agents since 1964 resulted in a 2,600 percent increase in the number of apprehensions.

In pursuit of its enforcement duties, Border Patrol agents are using the most technologically advanced equipment and systems. Infra-red imaging scopes and Low-Light Level TV cameras connected to office-based video screens enable agents to detect after-dark attempts at border crossings. Using the 11-camera Low-Light Level TV system, currently installed at El Paso and covering 12 miles of the surrounding border, agents, alerted to border crossing attempts, can radio Border Patrol units to move in and apprehend intruders. More of these systems are scheduled for installation in Nogales and San Luis, Arizona. Also Forward-Looking Infra-red Scopes are planned for installation on Border Patrol aircraft, to aid in scanning the terrain along the border, seeking illegal aliens attempting entry.

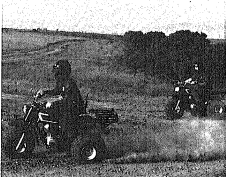
Along the southern border, Border Patrol Agents patrol some 2,000 miles of land border, with special emphasis on the San Diego, California and El Paso, Texas areas, where 55 percent of the apprehensions occur. Agents use every kind of conveyance from helicopters to horses, and sometimes walk their beats as well. A unique Foot Patrol Program, begun in 1981, whereby Border Patrol Agents and police officers in El Paso form two-man teams to cover specific areas, has proved successful in reducing crime and other illegal activities. Similarly, a joint task force, organized by the Chief Patrol Agent of the San Diego Border Patrol Sector and the San Diego Police Chief, has worked to reduce banditry in the canyons and bushy areas along the border near San Ysidro. The Service also created a Border Patrol Tactical Unit of specially trained and equipped agents who are ready to act as an emergency team to respond to special situations.

Efforts to meet Border Patrol manpower needs have been accelerating in the past few years, and in 1984, because of the overcrowding at the Service's Glynn training facility, more than 100 first-line supervisors completed courses at Laredo, Texas and Camp Pendleton, California. Additionally, 12,000 applicants were tested as potential trainees for the recruitment and hiring of 850 new Border Patrol Agents and support positions in 1985.

A major effort was initiated by the Intelligence Division in FY 1984 to deter illegal immigration at its source, through closer liaison with State Department officials, representatives of foreign government agencies and airlines personnel. Intelligence, Enforcement and Examinations personnel teamed with State Department officials in visiting several foreign countries during the year, where they successfully gained the cooperation of these governments and



*Patrolling the borders in helicopters...*



*...on All-Terrain bikes...*



*...and on horseback*

### INS DRUG SEIZURES FY 1981 - FY 1984

	FY '81	FY '82	FY '83	FY '84
Border Patrol	\$3,892,088	\$4,567,076	\$27,249,567	\$37,508,837
Other INS				
Offices	38,729	460,863	1,460,089	8,307,970
TOTAL INS	3,930,817	5,027,939	28,709,656	45,816,807
Joint				
INS/Customs				
Seizures	10,473,611	8,784,938	28,909,008	9,810,308
TOTAL				
STREET				
VALUE	\$14,404,428	\$13,812,877	\$57,618,664	\$55,627,155

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

### ANTI-SMUGGLING PROGRAM FY 1981 - FY 1984

	FY '81	FY '82	FY '83	FY '84
Smugglers				
Apprehended	13,139	12,473	14,127	16,753
Prosecutions				
Authorized	7,005	5,710	7,444	6,479
Total				
Convictions	5,346	3,112	6,562	5,870
Conveyances				
Seized	2,869	5,164	6,925	11,511
Estimated				
Value	\$6,801,800	\$12,595,000	\$19,277,570	\$20,000,000

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

### PRIMARY INSPECTIONS 1984

By sea	5.6 million
By air	33.6 million
By land	266.6 million
TOTAL	305.8 million
Citizens	125.9 million
Aliens	179.9 million

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

air carriers to institute preventive measures. Efforts in places such as India, Pakistan, Great Britain, Haiti and Central America brought significant results in intercepting persons destined to enter the United States illegally. Since the program was successful in reducing the potential for illegal entries and also proved cost-effective, expansion of the program to other countries is a prime objective in the Agency's 1985 priorities.

Intercepting the smuggling of aliens is a statutory function of INS; intercepting the smuggling of narcotics and other dangerous drugs is not. But often the pursuit of the former has resulted in the capture of the latter, because frequently those who smuggle aliens also try to smuggle drugs at the same time. In each case the Service turns over the aliens or drugs it has apprehended in the course of its routine duties to the Drug Enforcement Administration or to U.S. Customs officials. The value of drugs seized by INS agents alone in Fiscal Year 1984 is staggering, amounting to nearly \$46 million, an increase of \$17 million over last year. Joint seizures with the U.S. Customs Service added \$9.8 million, making a total of \$55.6 million.

The number of interdictions also increased dramatically during 1984. The Service, cooperating with the U.S. Coast Guard, interdicted 59 vessels on the high seas, carrying nearly 1,700 Haitians and 148 nationals of other countries, destined for the United States. All were without documents and the majority were returned to their home countries. The number of aliens interdicted represents a 353 percent increase over FY 1983. The program is estimated to save the government \$184 million per year in detention costs alone.

The Service apprehended 16,753 alien smugglers during the year and seized 11,500 vehicles that were used in smuggling operations, valued at nearly \$20 million. Much of the success of the Service's Anti-Smuggling Program may be attributed to the improved coordination with U.S. Attorneys, as a result of assigning an INS attorney to the U.S. Attorney's Office as a Special Assistant to handle immigration litigation. The number of prosecutions and felony and misdemeanor convictions has grown sharply, with some 5,900 convictions obtained in 1984 on alien smuggling and related charges, representing a 90.6 percent conviction rate.

Two major interagency and intra-agency regional smuggling cases were cracked by task forces headquartered in the Tucson and Phoenix Anti-Smuggling Units:

- In the Tucson operation, a grand jury indicted 29 members of a multimillion dollar Yugoslavian ring that extended from Yugoslavia and Albania through Europe and Mexico into the United States. The agency's action against the smugglers received widespread media coverage in Los Angeles, Chicago





INS agents intercept illegal entrants

***One method of achieving this objective [intercepting and deterring fraud] was the creation of a Fraud Intercept Task Force . . .***

and San Diego and is credited with helping eliminate Yugoslavian smuggling along the southern border of this country.

- The undercover operation, run by the Phoenix office with the assistance of officers in the Southern Region and Miami District Office, and Labor Department personnel, investigated labor contractors and harvester/growers at four Florida locations of smuggling activities. Of the 12 people indicted, five were labor contractors and harvester/growers.

Intercepting and deterring fraud, whether involving people or paper, was a principal priority of Service enforcement efforts in Fiscal Year 1984. The Inspections staff concentrated its efforts on law enforcement at U.S. ports of entry in accordance with the Commissioner's priority for increased control of our Nation's borders.

One method of achieving this objective was the creation of a Fraud Intercept Task Force, which was designed to provide equipment and training in fraud detection and assist in improving the rate at which malafide applicants for admission to the United States are detected. The task force also studied the relationship between the length of time available for inspection on the rate of fraud detection.

The task force, composed of 10 Immigration Inspectors, each an expert in fraud detection, visited six ports of entry during the year. At each stop, they conducted training sessions on the new fraudulent document detection equipment and on new techniques for intercepting fraud. The new equipment is now being used at all six ports, with plans underway for adding nine more ports in 1985.

The task force inspection time-study produced dramatic, positive results, far exceeding management expectations. During the fiscal year, 157,000 primary and 19,400 secondary inspection samples were taken. First, officers spent the usual time available for inspecting each applicant for admission; in the second test at each port, they spent the "maximum allowable time" for inspections. Based on data collected, an average increase of only 2.5 seconds on primary inspections and 3.5 minutes on secondary inspections resulted in a fraud detection rate increase of 32 percent, and a malafide detection rate increase of 41 percent. The average of these percentages, when applied to actual 1983 figures, represents a conservative theoretical increase of more than 190,000 such cases, and a monetary savings to the government of more than \$95 million, if entry of this number had actually been prevented.

The study thus provides evidence that a modest increase in the number of Immigration Inspectors could prevent the entry of a large number of illegal aliens and, in so doing, would save millions of



*INS Inspector reviewing immigrants' documents at port of entry*

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***INS agents successfully conducted nearly 340 investigations of major fraud facilitators . . .***

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dollars in the government's cost of locating, apprehending, detaining and removing illegal aliens. This data will be used by the inspections program in determining resource needs, and the task force operations will be expanded in 1985.

Under the Case Management System, which allocates funds and manpower according to priority levels, the Investigations Division this past year concentrated two-thirds of its resources on high-impact-level cases, such as the following:

- aliens involved in violent or serious crimes in the United States;
- investigating major, notorious employers of illegal aliens;
- prosecuting major fraud facilitators and counterfeit document vendors; and
- apprehending illegal aliens seeking and receiving Federal entitlement benefits.

By achieving success in these cases, the Service reduces the recurrence of the most significant types of violations and restores job opportunities to those legally permitted to hold them. For example, during the year, more than 40 percent of all illegal aliens apprehended by investigators at employment sites were in high-paying jobs earning \$4.25 or more per hour. Of the 1,630 major, notorious employers of illegal aliens investigated in 1984, nearly 1,200 have ceased employing illegal aliens, a 72.6 percent success rate. Cracking down on such businesses clearly reduces the "pull factor" of probable employment that draws the massive numbers of undocumented aliens to this country.

Working with Federal and state agencies in 16 fraud task forces, in some cases undercover, INS agents successfully conducted nearly 340 investigations of major fraud facilitators, resulting in 770 convictions of counterfeit document vendors. Investigations were also conducted in 2,360 application fraud cases, resulting in the denial of visa benefits. Counterfeit documents sold by these vendors ranged from alien registration and social security cards to birth certificates, drivers' licenses and voter registration identification. Arrangers of fraudulent marriages and purveyors of false visas, as well as cases of attempted bribery of INS Investigators, were detected and acted upon.

The newly implemented Systematic Alien Verification for Entitlements (SAVE) Program is an optimal example of an INS operation that can both maintain the law and protect the public purse. The program was developed to increase cooperation between INS and Federal, state and local entitlement disbursing agencies to prevent the payment to illegal aliens and other unauthorized aliens of such federally funded benefits as unemployment compensation, student loans, food stamps, aid to dependent children, and small business loans.



*Forensic specialist examines fraudulent document*

The State of Colorado set up a pilot program in 1983, tying state agencies into the INS alien records system to check the immigration status of each alien applying for food stamps. As a result, state officials found that 23 percent of the nonrefugee foreign-born applicants were ineligible, thus saving the state and Federal government millions of dollars in benefits. Later, three state-level departments—social services, labor and employment, and motor vehicles—arranged permanent access to the INS computerized system. Governor Richard Lamm of Colorado, enthusiastic about the value of the program, wrote every state governor last summer, endorsing the program and encouraging them to use it. Currently, California and Illinois are participating, and other states have expressed interest.

In Fiscal Year 1984, SAVE program savings amounted to \$95.7 million. The Service estimates if SAVE were placed in all entitlement programs in every state, a cost avoidance of \$2.8 billion could be realized. Commissioner Nelson believes the program complements other enforcement efforts that reduce undocumented aliens' employment opportunities, thereby deterring illegal immigration.

In the past year, the workload of the Forensic Document Laboratory (FDL), an arm of the Intelligence Unit, increased appreciably as a result of increases in alien traffic, the number of fraudulent schemes uncovered, and additional training given agents in detecting counterfeit documents.

Notable among FDL's accomplishments in recent years is the aid

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***In Fiscal Year 1984, SAVE  
program savings amounted  
\$95.7 million.***

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documents bearing his signature showed he had been the guest of the Nazi government, living at health spas while recovering from a stomach ailment, and writing postcards to friends about the fine cuisine and elegant company. Trifa called the documents—letters and postcards—forgeries, but FDL, with the aid of new FBI fingerprinting laser equipment, confronted him with such a quantity of overpowering and uncontestable evidence that he backed down, forfeited his citizenship and left the country in August 1984, rather than stand trial.

The Service expanded its operational intelligence capabilities in Fiscal Year 1984. Through the INS representative assigned to the National Bureau of Interpol, INS officers are able to obtain criminal information efficiently and effectively to aid in stateside investigations into organized smuggling and fraud operations as well as into other illegal activities. Such representation enhances the mutual exchange of information and international cooperation among immigration and other law enforcement authorities around the world.

In one case last year, Australian Interpol advised INS that an Ecuadorian attorney, bearing a U.S. nonimmigrant visa and en route to Los Angeles, was wanted for the rape and murder of 10 young girls in his native country. His visa was revoked and detention documents were prepared while the suspect was still in flight. He was held on arrival by Los Angeles INS agents and returned to Ecuador under escort.

In a major program of Fiscal Year 1984, the Outreach staff was called upon to assist in administering the one-time School Recertification Program, canvassing schools previously approved for attendance by foreign students. The purpose of the program is to determine which schools are still eligible for approval and to update the Service's list of accredited institutions. Of the 22,000 schools notified of the requirement, nearly 7,000 were recertified. During FY 1985, the Service will attempt to contact those schools which did not respond to ensure that they have the opportunity to seek recertification, if they so desire.

With the results of the one-time recertification program recorded in the newly computerized Student/Schools System (STSC), the Service is able to monitor the foreign student program more closely and ensure that students and schools are meeting the requirements of the law.

Efforts to achieve the 1984 priority of reducing long-term detentions have been forestalled by the swelling number of detainees that has strained the capacity of the system. Short-term detention averages between two and three days, while aliens under proceedings averaged about 13 days in detention. Improvement pro-

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*... Student/Schools System (STSC) [enables] the Service to monitor the foreign student program more closely. ...*

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*Detainees use the Krome facility library*

grams were undertaken at the following facilities during Fiscal Year 1984:

- the Brooklyn, New York Service Processing Center was moved to a location in Manhattan, which was renovated to meet improved standards and to increase bed capacity from 178 occupants to 224 occupants;
- the Port Isabel, Texas facility was expanded and renovated, and now has renovated barracks for women, outdoor recreation areas, and an increased capacity to 668 occupants;
- the upgrading of the Florence, Arizona Service Processing Center, formerly a Bureau of Prisons facility, was completed ahead of schedule;
- the Krome facility in Miami, Florida has been renovated and upgraded, with a new medical clinic operated by the Public Health Service, and a capacity of 450 occupants; and
- the Boston Service Processing Center, capable of housing 50 occupants, was completed in 1984.

Work continued on the Oakdale, Louisiana, Service Processing Center, begun in October 1983 and scheduled for operation in October 1985. It will be the Service's largest facility, accommodating 1,000 aliens. The \$17 million facility will be operated jointly with the Bureau of Prisons and is expected to service increased apprehension levels on the southwest border and in several major interior cities.

Because INS-owned detention centers are operating at capacity, the Service has negotiated short-term contracts, usually for one year with options for renewal, for supplementary facilities. This method is more cost-effective than competing with state, local and other federal agencies for increasingly rare and thus expensive detention space. Currently, INS has contract facilities in Houston, Los Angeles and Denver, with a total occupancy of 500 beds.

Coordinating activities with other divisions of the Justice Department and with other Federal agencies, although often complex and complicated, has resulted in major accomplishments for INS in increasing the efficiency of its operations, reducing costs, and meeting its responsibility in caring for detainees. The U.S. Marshals Service, the Bureau of Prisons, and INS have formed a National Prisoner Transportation System working group to consider a joint program for the swift movement of prisoners and INS detainees to appropriate facilities and to the borders. During the past year, Public Health Service and INS representatives formulated a plan to provide improved medical and mental health care services for detained aliens at all Service Processing Centers by Public Health personnel. **INS**

## 1984 ROUNDUP OF REPRESENTATIVE INS CASES

### *Fraudulent Documents*

- A prominent Louisiana attorney was indicted for supplying an illegal alien from the United Kingdom with a fraudulent birth certificate, which the alien used in an attempt to obtain a U.S. passport. The INS Forensic Document Laboratory analysis showed that the lawyer had signed all the signatures on the birth certificate, and that the wording on the dry seal, not discernible by the naked eye, reads "Records of Deeds, Cook County, Chicago." The lawyer had obtained the seal from a local print shop with the aid of an escaped prisoner.
- A Mexican holder of a border-crossing card was convicted of conspiracy as the vendor of good quality counterfeit Los Angeles birth certificates which sold for \$800 to \$2,000. She also helped aliens fraudulently obtain El Paso County voter registration cards for \$1,000 each. The volume of her business, which she is suspected of having conducted for 15 years, may be gauged by the \$100,000 balance she had in two U.S. bank accounts.
- Twenty-five Salvadorans, members of a major counterfeit document ring operating in the District of Columbia and Northern Virginia, were arrested after selling fraudulent INS documents and Social Security cards to INS investigators for \$35 to \$75 each.
- A Mexican permanent resident, who had filed for naturalization, asked an undercover INS agent, in the course of an alien smuggling operation, if he wished to buy an Alien Registration Card. The agent passed the information on to Los Angeles investigators, which sent an undercover investigator to the supplier. After making three bulk sales, the vendor dropped his wholesale price from \$2 to \$1.50 per card, as an indication of how much he valued his client's business. Following the sale of 400 blank counterfeit Alien Registration Cards, the vendor was arrested, and a consensual search of his van yielded additional counterfeit cards, blank Social Security cards and the counterfeiting equipment.

### *Employing Illegal Aliens*

- Border Patrol Agents at Bakersfield, California apprehended a truckload of illegal aliens being transported by a foreman employed by a plaster company in Berkeley, California. Thereafter, INS investigators served a warrant of inspection at the company and arrested 28 of the firm's 85 employees. All were Mexican males and were coming from more than \$6.00 an hour to more than \$10.00 an hour.
- The owner of one of the largest egg-producing companies in Texas, with assets of over \$6 million, was sentenced to two years in prison and fined \$10,000, and her company was fined \$36,000, in a plea-bargain agreement, after she pled guilty to conspiracy to transporting illegal aliens. The conviction

resulted from a six-month investigation, conducted by Dallas, Del Rio and Marfa Anti-Smuggling Units, into the pipeline that brought potential employees from Mexico to the egg farm.

- A naturalized citizen from Tonga, running a landscaping and tree-trimming company in Hawaii, was sentenced to a year and a day and fined \$4,000 for assisting Tongan aliens to fraudulently obtain visitor visas in American Samoa in order to enter the United States to work in his company.
- After receiving information from both the public and police that a Salina, Kansas company was employing 23 suspected illegal aliens, INS Investigators sought a meeting with management personnel to examine the individuals' employment records and speak with them. When permission was denied, the U.S. Attorney indicated he would support an INS subpoena. However, after the subpoena was sent to the company's headquarters, INS agents were permitted to meet with the suspects. As a result, 22 illegal aliens and 32 of their dependents were apprehended. All of the company's employees had been earning \$8.50 or more an hour and five of the dependents earned more than \$5.70 an hour at another company.

### *Anti-Smuggling*

- The leader of the "Pancho Organization," a major California alien smuggling ring that had been moving up to 1,000 aliens a week, was sentenced to five years in a Federal prison, the maximum sentence allowed.  
Investigation by INS personnel revealed 67 aliens hidden in a garage who were being held by the smugglers until their friends, relatives or prospective employers had paid up to \$500 in additional transportation costs to northern locations.
- Two Haitian boat captains were convicted in Miami for attempting to smuggle 165 Haitians into the United States aboard the wooden sailboat, *Jessie*. Although the smugglers were not charged with murder, aliens involved in the smuggling episode said 50 fellow passengers died en route from starvation and beatings.
- A four-month undercover investigation into a major Central American smuggling ring resulted in the arrest of nine principals, including the ringleader, and 34 Mexican, Guatemalan and Salvadoran illegal aliens at three San Diego County homes. Agents seized nearly \$100,000 in illegal proceeds from the home and safe deposit boxes of the ringleader, a U.S. citizen, who charged Central Americans and Mexicans \$1,500 and \$350 each, respectively, for the ring's services. The persons who furnished vehicles to the ring was also indicted, and four vehicles were seized by the INS.

## Narcotics

- While inspecting a westbound bus at the Las Cruces, New Mexico checkpoint, an INS agent arrested a Colombian who was illegally in the United States as an overstayed visitor. The detainee said he had no baggage but, after finding a baggage claim check on the suspect, the agents pursued the bus and recovered 12 kilograms of cocaine valued at \$2.5 million from the Colombian's luggage.
- A two-year investigation run by the Federal Organized Crime Drug Enforcement Task Force, including agents from the FBI, DEA, INS, Customs, U.S. Marshals Service and a number of local police departments, resulted in the apprehension of a Colombian and Peruvian drug ring, considered the major supplier of cocaine in the New England area and other East Coast states as far south as South Carolina. The drugs, with a street value of nearly \$4 million, were confiscated in the largest seizure of cocaine ever made in Rhode Island.
- A truck, carrying lettuce crates, was stopped at the Palfurrias, Texas Border Patrol checkpoint and although the driver was determined to be a U.S. citizen, INS agents inspected the vehicle before allowing it to proceed. They discovered 32 plastic garbage bags hidden behind the crates which contained marijuana valued at \$512,000.

## Marriage Fraud

- A former INS Inspector, who ran an immigration consulting service, was indicted by a Las Vegas grand jury for filing false statements in connection with 15 fraudulent marriages. The former INS Inspector paid U.S. citizens between \$500 and \$2,000 to marry illegal Filipino aliens, and charged the aliens up to \$5,500 for arranging the sham marriages and representing them before the Service. At her trial, the former agent pled guilty to two counts of making false statements in documents filed before the Service.
- A German alien, who entered the United States under a false identity and nationality, was sentenced at Louisville, Kentucky, to four concurrent three-year terms following his conviction on four counts of conspiracy and making false statements. When the alien's false-marriage plans, which would secure permanent resident status for himself and his wife, fell through because the U.S. citizen recruits backed down, he first married his sister, who used an assumed identity, and then married his ex-wife, using the identity of the person recruited to marry her. The subject faces extradition proceedings as he is wanted by West German authorities for embezzling approximately \$60,000 from his employer.
- A joint investigation by INS, the Department of Education and the Department of Housing and Urban Development

culminated in the arrest of a Nigerian who had married an American citizen but never adjusted his status. Four years later, another woman, believed to be the suspect's Nigerian wife, assumed the identity of his American wife and applied for and received educational grants and guaranteed student loans, rent subsidies and a U.S. passport. A 20-count indictment was brought against the Nigerian couple.

- Two years ago, a Syrian, who had entered the United States as a student, solicited two employees of adult entertainment centers in New Jersey to marry him and his brother for \$2,000 each in order to assist them in gaining immigrant status. Later, the enterprising bridegroom arranged four more sham marriages for his countrymen, paying up to \$4,500 each, to U.S. citizen dancers and employees of pornography shops and theaters. One of the brides was an INS undercover agent and a second undercover agent posed as the Common Pleas Court Judge who performed the mock ceremony in camera-equipped chambers. In all, six Syrians and two U.S. citizens were arrested and arraigned on charges of conspiracy and filing false statements before the Service.

## International Cooperation

- A German national who borrowed money from police fraternal organizations in several U.S. cities, claiming he was a Munich police officer whose funds had been stolen, was arrested in Lake Charles, Louisiana by INS agents. In fact, as Interpol advised the Service, the subject was a con artist, wanted by the German authorities for embezzlement, forgery and other fraud charges.
- A Canadian, who had fled Canada four years ago on a murder charge and had entered the United States without inspection, was arrested in the Fort Meyers, Florida area where he had been living under an assumed identity. At the time of his arrest, the subject was on Canada's Ten Most Wanted list.

## Other Cases

- A Guyanese, arrested in Detroit for student loan fraud, had received \$3,500 in student grants and approximately \$11,000 in unemployment benefits.
- A Federal Grand Jury indicted three Laredo women and a woman from Utah in connection with a baby smuggling and adoption fraud operation. The Utah woman, who charged \$5,000 for her services, would send prospective adoptive couples in the Salt Lake area to her colleague in Laredo to pick up their children. This Laredo contact hired one woman to smuggle the babies and their mothers into the United States from Mexico, and another, a midwife, to falsely register the babies as having been born in Laredo, Texas.

## MAINTAINING CONTROL THROUGH AUTOMATION

Achieving the Commissioner's charge for Fiscal Year 1984 of clearing up the backlogs was accomplished with the significant aid of the Information Systems Division. In the case of automation, goals were attained through records management techniques, updating and expanding online data processing equipment and contracting for and installing new systems.

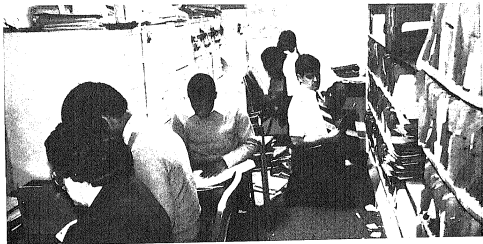
During the year, the Central Office launched two programs, to aid district offices streamline their records management procedures:

- **Tiger Team.** This 17-member group of experts operated Service-wide in 1984, making on-site visits to the Service's key-city district offices in Washington, D.C., New York, Los Angeles, Miami and San Francisco, as well as Newark, where it aided in eliminating records backlogs, reducing excessive workloads, improving filing systems, and providing clean-up assistance.
- **Project Inform.** This program, based in the newly established Project Control and Integration office, reduces the burden of tracking the movement of manual records in local INS offices by using new systems and clearing up backlogs. Reorganized procedures will enable offices to keep track of alien files on hand as well as the material that has been retired to the Federal Records Centers. In Phase I, a large-scale clean-up was instituted at the Washington, D.C. District Office in February 1984, resulting in the installation of equipment that tracks records through bar-coding equipment similar to that used by chain food stores. During Phase II, modifications of the system will be installed in other key cities.

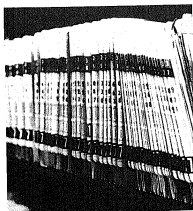


*The "Before and After" files story at the Washington, D.C. District Office. Here's how the files looked before the Project Inform Team arrived...*





...the Project Inform team members at work...



...and these are the bar-coded files after the team departed

In Fiscal Year 1984, the following new software programs were instituted:

- *The National Automated Immigration Lookup System (NAILS)*, first installed in the Baltimore-Washington International Airport in October 1983, was made available to all Service offices through existing terminals in June 1984. The NAILS data base, which is housed in the Dallas Data Center computer, is also online at secondary inspection stations in seven international airports from San Juan to Honolulu. The system is particularly useful in detecting malafide applicants for admission.
- *The Student/Schools System (STSC)*, first implemented in September 1984, provides information on foreign students and the schools authorized to enroll them. It identifies students, tracks their status and determines which schools are out of compliance with Service regulations. The system holds records on more than 15,000 schools and 500,000 students.

In addition to initiating procedures to improve records management and providing new automated systems, the Information Systems Division expanded the capacities of systems already in place:

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***The Central Index System . . .  
was installed for testing and  
prototype operations in August.***

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• Backlogs in the *Nonimmigrant Information System* (NIIS), the single automated system recording the entry and departure of foreign visitors, diplomats and students through ports of entry, were cleared up in Fiscal Year 1984. Two months after the system was installed in January 1983, it held 60,000 arrival and departure records; by the end of this fiscal year, it held 26 million records and was fully operational. The system can load as many as 625,000 records in a 24-hour period, currently it handles more than 10,000 inquiries a day. In addition to indicating the status of individual nonimmigrants for tracking purposes, the system also supplies reports on violators and statistics on arrivals, departures, destinations, and reasons for admission. The new Student/Schools data base complements the NIIS system.

The three Document Control Centers in Miami, Los Angeles and New York that were set up to monitor the quality of the data collected by the NIIS system were deactivated in 1984 and a contract was awarded for a new center at London, Kentucky.

• The *Central Index System*, which is replacing the 12-year-old Master Index Remote Access System (MIRAC), was installed for testing and prototype operations in August. The system is a repository of all names and alien registration numbers of individuals of interest to the Service and other law enforcement agencies, and currently is also being used by states subscribing to the Systematic Alien Verification for Entitlements System (SAVE). The index will contain 60 million records on 18 million people and will serve as a guide to other data bases carrying more comprehensive biographical data and other information.

• In its first full year of operation, the *Immigration Data Capture* (IMDAC) program processed 375,000 visa transactions and 300,000 approved adjustments-of-status requests, thus virtually eliminating the data backlogs in these programs. An Immigration Data Collection Facility was established in Riverdale, Maryland on a contract basis, permitting the keying of data needed for the operation of three Service automated systems—the Immigration Card Facility (ICF), the Central Index and the Statistical Reporting System—at one site before the material is distributed electronically to each system. The advantages are appreciable, providing timeliness, accuracy and the standardization of information. With IMDAC support, the ICF reached the 5-million alien-identification card production level in the summer. Production time for cards has been cut from six months to six weeks.

In keeping with the Service's policy of interagency cooperation, IMDAC records reports are sent monthly to the Department of State Visa Office on the number of visas used by each country according

to preference classes. The tie-in with the State Department Visa Allocation System, which is the first such interagency automation effort, has significantly reduced the paper flow between INS and the Visa Office and has improved the accountability of allocated visa numbers.

- *The INS Integrated Network Communications System (INSINC)*, a telecommunications system set up through a separate contract, has transformed the Service's data base capabilities. During the fiscal year, the system was expanded from 500 miles of lines and 37 sites to 32,000 miles of lines and 114 sites.

Working together, the Information Systems, Examinations and Enforcement Divisions and the Office of the General Counsel, developed the components for the *Integrated Case Tracking* umbrella of three systems that replaced the Interim Casework Support System of 1983. The Deportable Alien Control System (DACS) and the Naturalization Casework System (NACS) that were previously operating on commercial timesharing computer systems have been redesigned, with the Legal Case Tracking System (LCTS), and are operating out of the Department of Justice's Southwest Data Center in Dallas. The integrated-systems approach assures a common core of data that will be consistent with the Central Index System. These casework systems will provide the automatic production of forms and reports and schedules of naturalization hearings, maintain automated booking data on deportable detainees and furnish workload statistics promoting optimum use of resources. The three systems were first installed in Chicago in August 1984; in 1985, DACS will be accessible to 20 cities, NACS to 17 cities and LCTS to 12 cities.

Systems and data base development of the *Adjudication Casework System* proceeded during 1984. This will convert a mostly manual operation in processing applications and petitions for benefits into a new automated system. A new data base, the *Anti-Smuggling Information System* (ASIS), was installed at Border Patrol Sector headquarters at Swanton, Vermont and at the El Paso Intelligence Center in Texas in January and April 1984, respectively. The system, designed to provide information on alien smugglers to INS field offices, is available on a 24-hour basis, and will be installed next in San Pedro, California. And the *Seized Vehicle Information System* (SEVIS), which will be able to identify the type, location and disposition status of the thousands of conveyances the Service seizes each year, will be online in 1985 and will be coordinated with the Anti-Smuggling Information System (ASIS).

The Service expects that systems recently off the drawing board, still in the testing stage or in the process of revision, will be operational in Fiscal Year 1985. **INS**

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***Systems and data base development  
of the Adjudication Casework  
System proceeded during 1984.***

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## ACHIEVING MANAGEMENT GOALS

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The Office of Management, in Fiscal Year 1984, initiated and improved the delivery of services and operational assistance in support of the Commissioner's key priorities.

The Property Management System was fully automated at the Central Office, resulting in considerable improvement in accountability procedures and the use of personal property resources. The system will be extended Servicewide in 1985.

As part of its continuing effort to strengthen financial management within the Service, the Comptroller's Office installed an automatic Vendor Invoice Tracking system designed to provide efficient and timely payment, and a *Contracting Officer's Technical Representative Manual* was published to help Service program managers oversee contracts.

During the year, the Office of Policy Directives and Instructions prepared for publication in 1985 a new section of the *Administrative Manual*, bringing together for the first time all the top-level policy statements concerned with the key management policy control guidelines that regulate the operations of the entire Service. This project was undertaken with the aid of the U.S. Department of Agriculture Graduate School.

In preparation for recruiting and filling 850 additional Border Patrol positions in 1985, the Personnel and Training Office developed procedures for testing 12,000 potential applicants and monitoring the recruitment and hiring processes. Nearly 200 Senior Border Patrol Agents were trained in new interview techniques in anticipation of the considerable increase in job-applicant interviews, and 22 basic Border Patrol classes have been scheduled at the Federal Law Enforcement Training Center in Glynco, Georgia for the coming fiscal year.

Other personnel accomplishments during the year included the final negotiation of a union contract covering the Agency's 6,000 nonprofessional employees, and an increase of nearly 30 percent in the number of employed handicapped and disabled veterans.

For its outstanding investigative reports, training work and reporting methods, the Service's Equal Employment Opportunity Office was commended by the Deputy Assistant Attorney General for Administration in the Justice Department.

The Service's Hispanic Employment Program was commended as one of the best in government by the Office of Personnel Management at its First Annual Affirmative Employment Programs conference in Arlington, Virginia. Currently, INS is the leading Federal employer of Hispanics, who represent 20 percent of the workforce, predominantly as Border Patrol Agents and Immigration Inspectors and Examiners.

Other offices within the Service also advanced the Commissioner's priorities through effective management. The Office of Field Inspections and Audit conducted comprehensive inspections at

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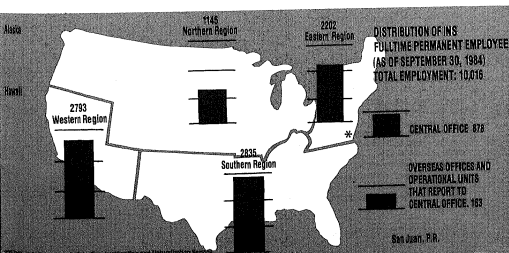
# IMMIGRATION & NATURALIZATION SERVICE FY 1983 - 1984 Appropriations

Budget Activity	1983 (\$000)			1984 (\$000)		
	Funding		Authorized Positions	Funding		Authorized Positions
	Enacted	Spent		Enacted	Spent	
Enforcement	\$292,974	\$293,757	6,586	\$309,964	\$307,772	6,677
Citizenship and Benefits	43,844	43,126	1,236	47,544	46,692	1,238
Immigration Support	97,439	96,450	1,980	116,363	115,220	2,032
Program Direction	34,197	36,308	681	36,747	37,133	654
Reception, Processing and Care	27,177	22,873	...	...	627	...
Total Service	\$495,631	\$492,514	10,483	\$510,638	\$507,444	10,601

SOURCE: U.S. Department of Justice, Immigration and Naturalization Service

10 district offices and made recommendations to improve operations through better control. Field Inspections also held a special review of security procedures and audited the Northern Regional office, offering appropriate suggestions for improved performance.

Attempts to improve the Service's six key-city district offices were made by the Office of Plans and Analysis, which offered staff support to help promote innovative information-sharing procedures among District Directors, identified and tested new work methods and directed appropriate resources to key office sites. Plans and Analysis also provided staff support to the Commissioner in his role as the Justice Department Representative to the President's project on developing economic growth in the southwestern border states, and also worked with the State Department to increase data sharing through increased information systems linkage and compatibility. **INS**



## INFORMING THE PUBLIC

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The Service follows several avenues in conveying information about its activities and answering queries: consulting with Congress and Executive agencies, communicating through the media, and responding to public inquiries.

As it has in the past, the Office of Congressional Affairs maintained liaison with the appropriate Congressional Committees, subcommittees and their staffs, and with individual Members of Congress concerning immigration and nationality issues. During Fiscal Year 1984, the Service responded to inquiries on operations and issues that focused particularly on immigration reform legislation, the "Sanctuary Movement," legislation on the exclusion and deportation of aliens, Cuban and Haitian relief, and extended voluntary departure for Salvadorans. Among its other activities, Congressional Affairs maintained liaison between INS and other Federal agencies and scheduled briefings between Service officials and foreign dignitaries.

INS Congressional Affairs staff members also held seminars for Congressional staff workers in Washington and arranged for similar gatherings between INS field officers and Congressional district staff workers in New York, Detroit, Los Angeles, Miami and Washington.

Approximately 33,000 telephone inquiries were received by this office from Congressional staffs and other sources. The office prepared more than 4,500 written responses to Congressional inquiries, and received and relayed to field offices reports of agency checks in more than 230 specially expedited orphan petition cases, and made reports for final action on 109 suspension of deportation cases.

Staff members of the Information Operations Unit replied to 24,000 written and 30,000 telephone inquiries from the public on matters relating to immigration and nationality laws, Service policies and procedures, and individual cases. Staff members also responded to about 30,000 additional information requests from Federal, state and local government agencies.

Continuing its outreach policy to the media and public groups, the Press Information Office, in Fiscal Year 1984, developed programs offering timely and useful information about the Service and its activities. The outstanding success of the media outreach program has been evident in the great amount of attention devoted to immigration issues in the national press, especially the overwhelming editorial support for immigration reform legislation. The Press Office also publishes two organizational periodicals, one primarily for internal distribution and the other for people and organizations interested in agency activities and policies.

Recognizing that field officers are increasingly called upon to initiate news coverage and respond to press and public inquiries, the

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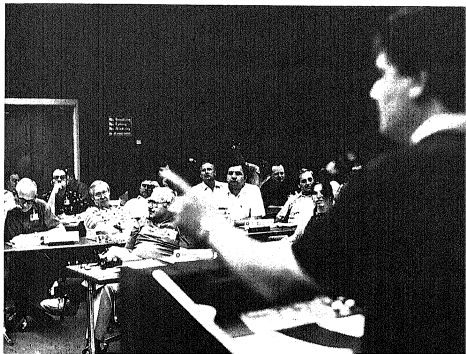
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*. . . the Press Information Office, in Fiscal Year 1984, developed programs offering timely and useful information about the Service and its activities.*

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*INS official answers questions at Second Annual Public Affairs Conference*

Service arranged training sessions for more than 100 officers in Burlington (Vermont), Miami, Phoenix, San Pedro, Dallas and Washington, D.C. and at the Federal Academy in Quantico, Virginia and the Federal Law Enforcement Training Center in Glynco, Georgia.

A highlight of this broad-range program was the Second Annual Public Affairs Conference in Glynco, attended by District Directors, their Deputies and Chief Patrol Agents. The conference discussed issues before the Service last spring—the Simpson/Mazzoli bill, contract detention facilities, the Sanctuary Movement, civil disobe-

dience, Cuban/Haitian matters, exclusion, internal communications and courtroom victories. At each session, INS staff members participated in mock interviews and press conferences, learning the information-disseminating techniques most helpful in conducting effective television and other person-to-person and group interviews.

The new *Media Relations Policy Book*, prepared by the Press staff, provides statistical and policy information, and has been distributed to all Regional, District and Border Patrol headquarters offices.

During the year, Commissioner Nelson appeared frequently before the press, holding interviews with members of the electronic and print media, including reporters on major television news and feature programs. He has also accepted invitations from groups throughout the country to speak on INS issues. Interviews with the Commissioner and other Agency officials have appeared in mass circulation newspapers and news magazines, including *Time*, *Newsweek*, *U.S. News and World Report*, the *New York Times*, the *Washington Post*, the *Los Angeles Times* and the *San Diego Union and Tribune*.

The Service has responded to the public's need and interest in immigration matters by increasing the number of staff members assigned to provide information. A Public Information Officer was added to the Chicago District Office during the year and a similar position is expected to be filled in the Dallas Regional Office this coming year. Every major media center in the country is now covered by the Service's information network, managed by specially assigned staff members, with the exception of the Northeastern United States, where such a staff position is expected to be established in the near future. **INS**



*"We shall continue America's tradition as a land that welcomes peoples from other countries . . .  
At the same time, we must ensure adequate legal authority to establish control over immigration."*

—President RONALD REAGAN

# US DEPARTMENT OF JUSTICE

## IMMIGRATION AND NATURALIZATION SERVICE

425 I Street NW, Washington, DC 20536

The Immigration and Naturalization Service had its beginnings on March 3, 1891, when Congress provided that there should be in the Treasury Department, under the control and supervision of the Secretary of the Treasury, a Superintendent of Immigration. In 1903, the Bureau of Immigration was established, and immigration functions were transferred to the newly established Department of Commerce and Labor; in 1906, the Bureau of Immigration became the Bureau of Immigration and Naturalization; in 1913, the consolidated Bureau was transferred to the new Department of Labor and divided into the two bureaus known as the Bureau of Immigration and the Bureau of Naturalization; and in 1933, the Bureaus were consolidated as the Immigration and Naturalization Service of the Department of Labor.

On June 14, 1940, the Immigration and Naturalization Service was transferred from the Department of Labor to the Department of Justice after Congressional approval of a plan submitted by the President under a general reorganization act which had been passed in 1939. Under terms of the plan, the Office of the Commissioner of Immigration and Naturalization and all powers and functions previously exercised by the Secretary of Labor relating to immigration and nationality were transferred to the jurisdiction of the Attorney General. Since June 14, 1940, the Service has functioned as a part of the Department of Justice under the direction of the Attorney General of the United States.

## REGIONAL AND DISTRICT OFFICE LOCATIONS

EASTERN REGION	NORTHERN REGION	SOUTHERN REGION	WESTERN REGION
Regional Office	Regional Office	Regional Office	Regional Office
Burlington, Vermont 05401 Federal Building Elmwood Avenue	Twin Cities, Minnesota 55111 Fort Snelling Bishop Henry Whipple Federal Building	Dallas, Texas 75270 Skyline Center, Building C 311 North Stemmons Freeway	San Pedro, California 90731 Terminal Island
District Offices	District Offices	District Offices	District Offices
Baltimore, Maryland 21201 E. A. Gurnea Federal Building 101 W. Lombard Boston, Massachusetts 02203 John Fitzgerald Kennedy Federal Building Government Center Buffalo, New York 14202 68 Court Street Hartford, Connecticut 06103-3061 450 Main St. Newark, New Jersey 07102 Federal Building 970 Broad Street New York, New York 10007 76 Broadway Place	Anchorage, Alaska 99513 Federal Bldg., U.S. Courthouse 701 C Street, Room D-229 Lock Box 85 Chicago, Illinois 60604 Dirksen Federal Office Bldg 219 South Dearborn Street Cleveland, Ohio 44119 Robert 1917, Anthony J. Celebrezze Federal Bldg. 1240 East Ninth Street Denver, Colorado 80234-1799 1787 Federal Building 1961 Stout Street Detroit, Michigan 48207 Federal Building 332 Mt. Union Street Helena, Montana 59626-0036 Federal Building 301 South Park, Room 512 Kansas City, Missouri 64106	Atlanta, Georgia 30303 Room 1426 75 Spring Street, SW Dallas, Texas 75242 1100 Commerce Street El Paso, Texas 79904 P.O. Box 9788 343 U.S. Courthouse Hastings, Texas 75833 2102 Teague Avenue Houston, Texas 77004 2627 Caroline St. Miami, Florida 33134 7880 Biscayne Blvd. New Orleans, Louisiana 70113 Postal Services Building 701 Loyola Avenue San Antonio, Texas 78206 U.S. Federal Building Suite A301 727 East Damero	Honolulu, Hawaii 96809 P.O. Box 461 555 Ala Moana Boulevard Los Angeles, California 90002 106 North Los Angeles Street Phoenix, Arizona 85025 Federal Building 230 North First Avenue San Diego, California 92108 880 Front Street San Francisco, California 94111 Apparatus Building 630 Sansome Street

